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Higher Education in Ontario

**Statement by
Hon. William G. Davis Q.C., LL.D.,
Minister of University Affairs,
to the
Legislative Assembly of Ontario**

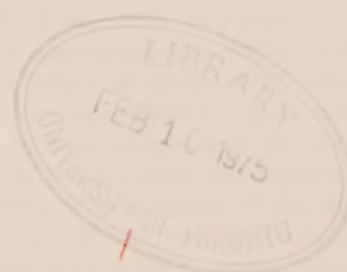
July, 1967



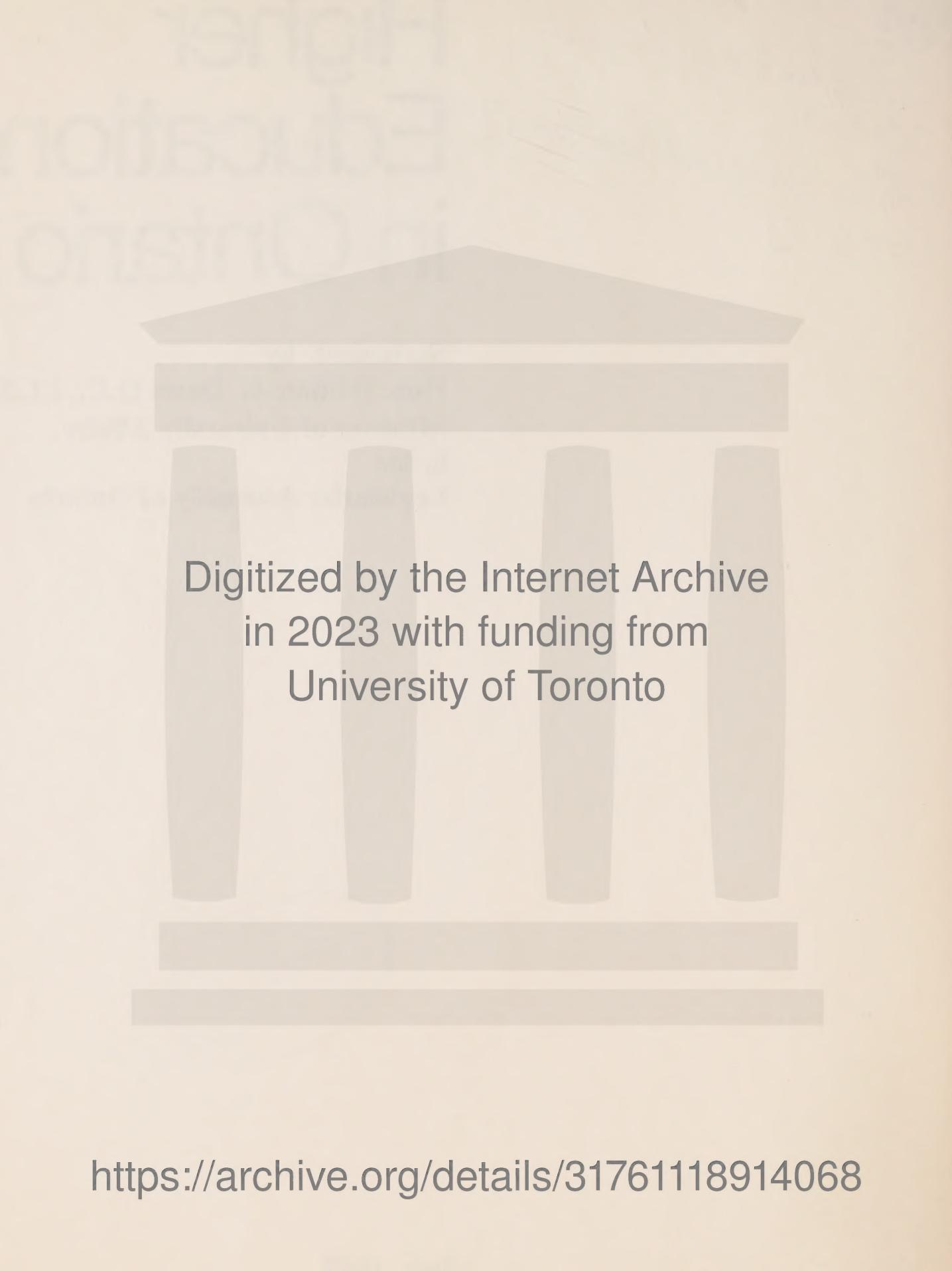
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MINISTER OF UNIVERSITY AFFAIRS

Mr. Chairman:

Last year at this time, I made the observation that for each remaining year of this decade, and beyond, it should be possible for the Minister of University Affairs to report to this House on record attainments in the field of higher education — new highs in enrolment, teaching staff, operating grants, capital expansion, graduate work and the like. On the basis of the past twelve months this prophecy has certainly been borne out. For new and greater accomplishments have indeed been the prominent characteristic of university affairs in Ontario for 1966-67. And, consistent with my observation, we are assured that the coming academic year will see continued growth on the strong foundation that has been developed.

In the course of these remarks I propose to give you facts and figures that will not only substantiate this story of expansion but which will, I hope, give to all members of the Legislature a clear indication of the types of development which are currently taking place in higher education in this Province. References will be made to numbers of students and teaching staff, variety of programs, and the expenditures that must be associated with the various aspects of our growing system. Yet, while it is both natural and necessary that we look to these statistical data, I would stress that we must constantly keep in mind the very important human aspects of this large educational undertaking. For behind the dollars which are the basis of this discussion and debate, there are more than 73,000 able young people who will be seeking, in this next year, to prepare themselves for meaningful careers, for service to society, and for lives of personal satisfaction and accomplishment.

In the midst, therefore, of this era of vast expansion, huge financial outlays and wide diversification, we do well, I believe, to pause from time to time both to recall and, where necessary, to reassess the objectives which we hold for higher education. In this connection there is much talk, and I think it is well based, that we should look at the types of expenditure, upon which you are now going to vote, as a sound investment in our people and in our future. Yet all too often when the time comes to examine the figures set before us, we seem to see these expenditures only as consumption. The results of the so-called investment are not always readily apparent to some. If we look, however, at the demands for higher education on the part of those who wish to study in our universities and couple this with the demands of those who seek the manpower which has had the benefits of university programs; if we look at the increased productivity of our Province and Nation — productivity which has resulted to a very great extent from the new knowledge and technology which have emerged from our institutions of higher learning; if we look at the widening interest of our people in cultural activities throughout this Province as a reflection of varying and more sophisticated taste; then I think we begin to see the initial returns on dollars previously spent.

Yet that should not dissuade us from asking, on a fairly constant basis, certain fundamental questions. What is the purpose of the university? What are the aims and objectives of higher education? What do we expect from those who undertake higher learning, both as students and as graduates? To me, these are important issues, and it is only within the context of the answers to such questions that we can adjudge realistically the kinds of expenditure that you are now being asked to make on behalf of the people of Ontario.

AIMS OF HIGHER EDUCATION

To a very great extent, of course, the question of the purposes and aims of higher education cannot be separated from the purposes and aims of education in general. Both have been issues which have occupied man's thinking through the centuries. "If you ask what is the good of education, the answer is easy — that education makes good men and that good men act nobly .. because they are good." There is little doubt that a common opinion of all ages, including our own, has been that education should seek to develop the excellence of which men are capable and that its ultimate ends are human happiness and the welfare of society.

But universities have a number of specific objectives that fall within the general purview of this over-all set of aims and purposes. These, I would suggest, include the following:

- (1) the provision of the skills and knowledge that will allow graduates to play a vital role in our society;
- (2) the promotion of the powers of the mind so as to create men and women with a love for learning and the motivation to seek new knowledge throughout their lifetimes;
- (3) the search for truth and new understanding beyond the frontiers of present knowledge;
- (4) the transmission of our common culture both to its student body and to the wider community;
- (5) the provision of graduates whose attitudes are consistent with the free society in which we live.

To attain any or all of these objectives, of course, it is essential that our universities carry out their work in an atmosphere of complete academic freedom. It is to the everlasting credit of the people of this Province that, despite increased interest and concern with higher education on the part of our citizenry, this fundamental principle has never really been questioned. For new truths will unfold, effective education will be attained, and proper attitudes will be formed only if the widest expression of views and opinions is allowed to prevail on university campuses. I doubt that anyone in this House questions that fact. I doubt that, so long as we continue to regard ourselves as a democratic state, we will want to change. Despite the very heavy reliance upon the Province for the financial resources which they require, our universities, I am confident, have come to understand that academic freedom is not threatened in any sense in this part of the world. These, then, in so far as I can find the ability to express them, are among the major aims which we are striving to accomplish through our system of higher education. These are the purposes of the investment which we are asking you to make. These are the values that underlie all other

elements of the discussion which will hereafter ensue with respect to Provincial assistance for our university community.

PROVINCIAL ASSISTANCE, 1967-68

Let us turn, now, to some of the very basic facts. The allocation of Provincial funds to our universities and colleges for 1967-68 is as follows:

For operating grants	\$161,000,000
For capital requirements, including special provisions for health sciences projects in 1967-68	180,000,000
For payments on prior debentures	16,500,000
For student awards	18,913,000
For research awards	750,000
For other related costs	<u>1,899,000</u>
	<u><u>\$379,062,000</u></u>

ENROLMENT

For 1966-67, the provincially assisted universities of Ontario enrolled 62,850 students. This figure reflected an increase of 10,150 or 19.2 per cent over the previous session. The total included 20,460 students in first-year programs and 7,400 graduate students.

And where do we go from here? The reply is relatively simple — along the same path of continued rapid growth. Current estimates of our institutions call for a total enrolment of 73,600 for 1967-68, an increase which will again exceed 10,000 students. Measured in relative terms, this is an increase of 17.1 per cent over the current year and almost 40 per cent in a two-year period. Again, first-year enrolment will increase and close to 23,500 young people are expected to come directly from Grade 13 into the varied university programs which are offered.

I am pleased to give the House my assurance that, as in all previous years, sufficient places will be available to accommodate these record numbers.

NEW COLLEGES AND OPPORTUNITIES

What is available to these tens of thousands of young people who seek the advantages of a university education in Ontario? In summary, there is a complete range of university offerings from work at the diploma level to Ph. D. studies. The expansion which is taking place will allow increased numbers of students not only to enrol in those programs which have existed over the years but, at the same time, to seek opportunities in new programs that have been developed on given campuses. The following are but examples of new offerings which have been undertaken by our provincially assisted institutions over the past twelve months:

A new School of Social Work at the University of Windsor

A new undergraduate program in Social Work at Laurentian University of Sudbury

A new School of Nursing at Lakehead University

A new School of Architecture at the University of Waterloo

A new Faculty of Law at the University of Windsor

A new Faculty of Fine Arts at York University

A new Library School at the University of Western Ontario

A new School of Rehabilitation Medicine at Queen's University at Kingston.

In addition, the development of new teaching facilities for the health sciences continues on the basis of previously announced plans. The new medical sciences building at the University of Toronto and the new dental science building at the University of Western Ontario are under construction. Both Queen's University and McMaster University have developed plans for their new medical sciences buildings to an advanced stage, while development of the health sciences complex at the University of Ottawa is being carefully planned. The new College of Health Sciences at McMaster should be in a position to accept its first medical students in September, 1968.

Obviously, these expanding opportunities have reflected not only an enlarged student body and faculty but a very great expansion of the physical facilities which constitute the visible university community. Every provincially assisted university has continued over the last twelve months the development of new and expanded quarters to meet the growing need. In the last year, the Department of University Affairs has dealt with over 260 capital projects submitted by our universities. While not impossible, it would, obviously, be a terribly lengthy exercise to enunciate for you in detail the specific building programs that have been undertaken since the estimates of the Department were discussed one year ago. I would, however, at the request of any member of the House be willing to elaborate during the debate on developments at any or all of our institutions.

In addition to the expansion of existing campuses, whose origins extend from those of Queen's and Toronto in the mid-nineteenth century to those institutions as new as Brock, Trent and Scarborough, which have been in operation for only two or three years, attention should be given to the plans that will bring educational opportunity at the university level to three additional communities of Ontario. Erindale College of the University of Toronto, will commence classes in September of this coming year. Its major emphasis will be in general arts and science and it will provide to its students the full range of offerings for which Varsity has become known. Once Erindale College is open, the planned pattern of development for this Metropolitan Toronto region will fall in focus. With the University of Toronto Campus in the downtown area; with its Scarborough Campus to the east and its Erindale Campus to the west; and with York University offering programs both at Glendon Campus in mid-Toronto and on the enlarging

York Campus in North York, the two universities will be in a strong position to keep pace with what will inevitably be a very sharp increase in demand in and around Metropolitan Toronto.

In addition, attention has been given to those areas of the Province where the characteristics and needs are sharply different. A university has now been established in every major region of Ontario. This expansion not only provides for the needs of today but also establishes a strong base for future development. The pattern which has been elaborated in north-central Ontario is a good case in point. With the founding of Laurentian University of Sudbury some few years ago and its subsequent growth, a young and vigorous university has been created. Its facilities are among the finest in the Province. Yet in order to encourage those who live in other communities of the region and who may find it more convenient, at least in the initial year of study, to remain within their local community, steps have been taken to develop two affiliated colleges in conjunction with Laurentian. As a result, using the basic drive and initiative of local committees, Algoma College at Sault Ste. Marie and Nipissing College at North Bay will offer to the residents of their immediate regions full first-year university programs in September of 1967. At the same time, extensive numbers of courses for part-time study will enable many residents of these communities to commence or continue degree work in a most suitable manner.

CO-OPERATION BETWEEN PROVINCE AND UNIVERSITIES

The role of the Provincial Government in all of this development cannot and should not be overlooked. Because of the great financial demands which such expansion has created both for general operation and for capital development, the Province has become the primary source of income for our universities. Indeed, except for those funds which are derived from tuition fees and the private contributions which a university can encourage, there are no other sources to which our institutions can turn. It is the duty of the province, however, not only to give the type and degree of financial support required, but to see that funds that are made available are equitably distributed and properly used. At the same time, because the provider of the funds must inevitably become involved in many other aspects of university development, it is the role of the Province both to encourage our institutions, where this is required, and to co-operate with them in the solution of their problems since the latter are, in fact, problems of concern to the whole society.

The reflection of this policy of assistance, encouragement, and co-operation can be found, I believe, in a number of steps that have been taken over the last year. I should like to cite but three or four, as examples. I think it appropriate to begin by noting the significant degree of co-operation that currently exists among the universities themselves. Through the Committee of Presidents of Universities of Ontario, a number of related organizations have been set up to maintain continuous discussion and study of areas which are of vital importance to higher education. These include the graduate field, the health sciences, library development and general capital requirements. General approval for the construction of the Humanities and Social Sciences Research Library at the University of Toronto, which will be foremost in the world upon its completion, could only result because the universities have agreed that a Provincial resource of this type was required and that all universities should not only share in its use but

that their own plans of future development of library resources should be influenced by the creation of such a facility.

At the same time, I should point to the type of co-operative effort which has been possible because of the ability of the Committee of Presidents and its related bodies to join forces with the Committee and Department of University Affairs to tackle problems which are of mutual concern. Such possibilities of co-operation have been enhanced by the appointment of a full-time Chairman to the Committee on University Affairs. The Province has been most fortunate in having Dr. Douglas T. Wright, former Dean of Engineering at the University of Waterloo, accept this post and Dr. Wright has been occupied, since taking up his duties on March 1 of this year, in meeting and reviewing items of concern with the Committee of Presidents, related groups and individual university personnel.

Intergovernmental co-operation has been another important aspect of our progress in higher education. Many of our accomplishments in the health sciences have resulted from the efforts of the Senior Co-ordinating Committee which has involved the Department of Health, the Department of University Affairs and the Ontario Hospital Services Commission. Similar close liaison has existed between the Departments of Social and Family Services and University Affairs in regard to the training of social welfare personnel and between my Department and the Ontario Student Housing Corporation in the development of student residence facilities.

OPERATING GRANTS FORMULA

An outstanding example of what can be attained through the co-operative approach to university problems has been the development of the formula on which operating grants to our universities in 1967-68 will be based. It is not my intention to go into the detail of the method by which this formula is applied on this occasion. It was thoroughly explained to the Legislative Committee on Education and University Affairs, and copies of the Report, which was forwarded to me by the Committee on University Affairs and which explains the formula application in considerable detail, have been widely distributed on a public basis. I think it is sufficient to say that not only has the principle of a formula been widely endorsed but the particular approach advocated has been accepted as probably the most advanced method for the distribution of government funds that has yet been devised in the Western world. We have received inquiries about it from many other jurisdictions, and, indeed, it is my understanding that the Province of Alberta has used the Ontario approach, to all intents and purposes, in making its decisions about grant allocations for the new academic year.

COMMISSION ON GRADUATE STUDIES

Another example of co-operative effort was the study carried out by the Special Commission on Graduate Studies in Ontario Universities. The results of that effort, which have commonly become known as the "Spinks Report", were released in December last. There has, as all of you are aware, been some degree of controversy about the Report, primarily because of its basic recommendation that a University of Ontario be established. It is my opinion that the focus of attention on this rather sensational recommendation has taken away from the valuable information and important recommendations which the Report pro-

vides. Let me add on this occasion that these many valuable suggestions have not been forgotten, even though they were generally overlooked in initial press reports. All of them are now under study by working groups associated both with the Committee of Presidents and with the Committee on University Affairs. Some specific items, such as the need for library co-operation, have already been acted on, as noted. As to the notion of a University of Ontario, I think that Dr. Spinks and one of his colleagues, having lengthy experience of unitary university complexes in Saskatchewan and California, naturally tended to see such a pattern as an effective device for co-ordination. But I feel that in so doing they overlooked the fundamental difference between the relatively homogeneous universities in those jurisdictions and the very heterogeneous family of highly individualistic universities we have developed in Ontario. The pattern of our Province, arising from its history, provides a great natural advantage which we would not want to submerge. I am fully confident that all the kinds of co-ordination required can be realized, therefore, without the device recommended. We are, however, indebted to Dr. Spinks, and his colleagues Dr. Arlt and Dr. Hare, for the time and effort which they gave to this important study, to the keen insight which was reflected in their Report and for the guidance which they offer.

STUDY OF CAPITAL DEVELOPMENT

Finally, in pointing to the co-operative approach that has been taken to the serious challenges with which we are now faced, I would note that the two major committees, that of the Presidents and the Government advisory body, in conjunction with the Department, are now engaged in looking at the various implications of support for capital development. To date, as members are aware, in contributing 85 per cent to academic facilities and lesser amounts to other types of university buildings, the Government has given tremendous impetus to expanded development. This has required huge sums of money, of which the \$180,000,000 to be provided in 1967-68 is an example. Nevertheless, experience has shown that it is becoming increasingly difficult for our universities to raise, within the private sector of the economy, the amounts which they have been asked to provide. While many of our institutions have held very successful capital campaigns, given the magnitude of the task ahead, the millions which are acquired can soon be expended. Yet it is equally obvious that we cannot allow the impetus of our current development to decrease; not when one remembers that, beyond the 73,000 whom we will accommodate for the coming year, there will be 100,000 on our campuses by 1970 and 150,000 by 1975.

This is not an easy matter to resolve. The Public Treasury is not a bottomless barrel of funds, and increased Government expenditures must be matched with an indication from the universities that every dollar is being wisely spent. A new policy must reflect standards which are fully adequate for teaching and research purposes, yet which are not wasteful in any sense. Our universities have accepted the challenge of meeting these requirements and, in co-operation with the Committee on University Affairs, are hard at work to develop what might be regarded as the counterpart to the operating formula — a method by which Government funds can be equitably distributed and wisely used for capital purposes. The initial studies of space utilization are currently being organized. At the same time, discussions are under way that will allow careful examination of the problem of library co-operation, of future residence construction and of co-operative use of data processing equipment. All of these will be major concerns in future years, and we intend to tackle the problems now, when acceptable solutions can be found and sound foundations for future growth can be developed.

THE STUDENT VOICE

I would be derelict in my duties, and totally inconsistent with the concerns to which I gave expression at the beginning of this statement, if I did not make reference in the course of these remarks to student activities. While not wishing to overplay the degree of dissatisfaction which has been manifested by some student organizations, not only about the nature of their university programs but, really, with the world in which they live, I think I can only be accurate by talking in terms of a period of student unrest.

What has taken place in Ontario is a phenomenon which is not confined to this jurisdiction. Anyone who is cognizant at all of world developments will know that student unrest has become truly a universal characteristic. We have become accustomed, in the past, to reading of student rebellion in some more distant parts of the world. Last year at this time, public attention was focused on the developments at Berkeley in California. And yet, today, one can hardly name a single campus admitting freedom of expression and concern with social problems where an organized student voice has not made its opinions known.

Beginning last summer, the particular concern of our students was the program of student awards which was introduced for the last academic session. I stated last year at this time that that program was based on a significant social premise that every student who needed assistance should receive assistance, regardless of the type of institution which he attended or the particular standing which he received, but always subject to the understanding that he was acceptable as a student to a recognized institution of higher learning. That premise remains and nothing that has transpired over the last twelve months has, in my opinion, changed it. The basic problems have related to details and, as I also stated a year ago, to the availability of money for this particular purpose. At the same time, I would acknowledge that the philosophy voiced by the students may differ somewhat from that held by the general adult community and would take us down the road to "free higher education" faster than our economy would seem to allow. I think, however, that the manner in which we have dealt with this important matter is an example of how such problems can be worked out. The program for this year, in the opinion of most persons directly involved with it, is greatly improved. It does not satisfy all of the desires of all of the people who would make use of it. Again, I think that that ideal may be many years away. But the changes do reflect continuing discussion in which students, university administrators, student award officers and representatives of post-secondary institutions outside the university field have been participating. Major alterations reflect the advice of a study committee composed of such persons after considerable time and thought. Indeed, so significant has been the contribution that an ongoing body of this nature has now been formed. Such a step reflects, I believe, not only the need for student involvement but the type of co-operation to which I previously referred.

POST-SECONDARY EDUCATION

Since we are considering the estimates of the Department of University Affairs, I have necessarily restricted my remarks thus far to issues directly related to university education. Yet one of the readily apparent facts of modern life is that the universities, while remaining the cornerstone of higher education, must be seen as only one part of the total picture. In a society where

people's abilities, aptitudes, interests and needs are so widely varied, it is impossible to conceive that the universities can provide for all who need educational experience beyond the secondary school. To follow any other course of action would not be in the interests of our people and it certainly would not be in the interests of the universities. That is why, over the years, we have developed alternative patterns of education beyond the secondary schools, including the Teachers' Colleges, the Ontario College of Art, Institutes of Technology, Agricultural Schools, Vocational Centres and others. Now we are embarking on a major program of development of Colleges of Applied Arts and Technology. Our experience to date would indicate clearly that there is a very close inter-relationship between these various types of institution and that this relationship will become even more important in the years ahead.

COMMISSION ON POST-SECONDARY EDUCATION

It is inconceivable, therefore, that we can plan for the future a pattern of higher education that looks at one element, even one as important as the universities, in isolation from all others. Indeed, only by viewing the total situation are we likely to emerge with an educational system that offers the soundest basis for teaching and for research, while at the same time eliminating unnecessary and costly duplication of effort and facilities. For this reason, after considerable discussion, which has involved officials of the Department of Education, the Department of University Affairs, the Committee on University Affairs, the Committee of Presidents, and the Council of Regents of the Colleges of Applied Arts and Technology, it has been decided to establish a Commission with the explicit duty of studying post-secondary education in Ontario and offering the Province a course of development from now to the period 1980. The Commission will have the following terms of reference:

- (1) to consider, in the light of present provisions for university and other post-secondary education in Ontario, the pattern necessary to ensure the further orderly balance and effective development of institutions of post-secondary education in the Province during the period to 1980 and to make recommendations thereon;
- (2) in particular, but not to the exclusion of other predominant matters, to study and make recommendations on:
 - a. the educational needs of students to be met at the post-secondary level, including adult and continuing education;
 - b. the number of students for whom provision should be made in the various types of institution and program;
 - c. the type and nature of the institutions required to meet the educational needs;
 - d. the facilities to be provided to meet the needs;
 - e. the responsibilities appropriate to the various types of institution;
 - f. the need for and nature of centralized or shared facilities and services;

- g. the functions, responsibilities and interrelations of the bodies involved in various ways in the administration and development of post-secondary education;
- h. the nature of the relationships among the members in each type of institution and among the types of institution;
- i. the provisions for transfer of students among different types of institution;
- j. the costs involved in the development of the institutions and programs and the methods by which the necessary finances should be provided.

While I am not in a position to name, this day, those who will serve on the Commission, I expect to be able to do so very soon. Rest assured that because of the immense challenge of this project, it will require persons of ability and experience who can devote considerable time and energy to the problems involved. The Commission will, of course, be provided with a full-time secretariat and research staff to facilitate its work. At the same time, it will have the full co-operation of the two Departments of Government concerned as well as various educational institutions and educational organizations concerned. They will, in all cases, be willing and able to offer such services and information as the Commission feels compelled to call upon them to provide.

It would be my opinion, Mr. Chairman, that this is one of the most significant steps ever undertaken in higher education in this or any other jurisdiction. It will not only focus attention on our requirements for the future but will give us a pattern or approach which will be consistent with those requirements. It should set out clearly the types of responsibility which we will ask each kind of institution to assume and the particular objectives which each institution should strive to attain. It should help to develop a complete understanding of the kinds of effective relationship that will exist among the various types of institution and clarify, I hope, once and for all that no able student in this Province will ever be denied the opportunity to proceed with further education if he has the desire and ability to do so.

CONCLUSION

Mr. Chairman, in the course of these remarks I have been speaking about what, in my opinion, is one of the most important aspects of life in this Province. Our very future depends on our ability to continue to develop a system of higher education that will serve adequately the needs of individuals and the needs of our total society. I, and I hope I am joined by all members of this House, take considerable pride in the accomplishments to date. They are of no small measure and, I am sure, if predicted a decade ago would have seemed beyond reach to almost any knowledgeable person. Yet we do not, because we cannot, rest on our laurels. Much remains to be done. Fortunately, we have developed a strong foundation — a strong foundation of sound institutions of high standards; a sound foundation of organization both within the academic community and within government; a sound foundation of co-operation among all elements of the system. This, coupled with our organized approach to future planning, I believe, will help us to meet the challenges of today and tomorrow and allow any future Minister of University Affairs to point to a record of accomplishment and a promise for the future as bright as those I have outlined today.

